DOCUMENT RESUME

ED 416 275 UD 032 138

AUTHOR	James, Betty Harris
TITLE	Improving the Academic Performance of Urban At-Risk Students in West Virginia through Development of a Parent-Community-School (PCS) Collaborative Education Model. Urban Education. Annual Report 1991.
INSTITUTION	Appalachia Educational Lab., Charleston, WV.
SPONS AGENCY	Office of Educational Research and Improvement (ED), Washington, DC.
PUB DATE	1991-00-00
NOTE	37p.
CONTRACT	RP91002002
PUB TYPE	Reports - Evaluative (142)
EDRS PRICE	MF01/PC02 Plus Postage.
DESCRIPTORS	*Academic Achievement; Cooperation; *Disadvantaged Youth; Elementary Secondary Education; *High Risk Students; Models; *Parent School Relationship; *Partnerships in Education; Pilot Projects; School Community Relationship; *Urban Schools; Urban Youth
IDENTIFIERS	*West Virginia; West Virginia (Charleston)

ABSTRACT

The Community Liaison to Urban Education (CLUE) program operates from the Appalachia Educational Laboratory to research, develop, and implement a collaborative parent-community-school (PCS) education model designed to initiate and sustain the involvement of nonadvantaged parents, community leaders, and community organizations in the education of urban youth with a focus on at-risk populations. The CLUE program identified key urban leaders, established a network of statewide leadership, community representatives, school personnel, and social service agencies interested in urban education. It then offered training opportunities and established a pilot test of the PCS model in one community in Charleston, West Virginia. Data on the collaborative process used in the pilot demonstration site were collected and analyzed. At the end of 1991 activities, the CLUE program had held a statewide meeting of educational leaders interested in improving urban education in West Virginia. This group had cooperated with the CLUE program to develop the PCS pilot test. Community meetings had been held in the Chandler elementary school community in a Charleston housing project, and educational needs had been identified. A community residents' council was strengthened through training, publication, and meeting facilitation efforts of the CLUE program director. A linkage between the resident school council did not materialize in 1991, and the PCS model has yet to be implemented in the Chandler school community. In addition to these activities, the CLUE program has produced newsletters and assisted in the development of funding proposals for the community residents' council. (Contains five tables and two figures.) (SLD)

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URBAN EDUCATION

ANNUAL REPORT 1991

IMPROVING THE ACADEMIC PERFORMANCE OF URBAN AT-RISK STUDENTS IN WEST VIRGINIA THROUGH DEVELOPMENT OF A PARENT-COMMUNITY-SCHOOL (PCS) COLLABORATIVE EDUCATION MODEL

BY BETTY HARRIS JAMES

COMMUNITY LIAISON TO URBAN EDUCATION

APPALACHIA EDUCATIONAL LABORATORY
CHARLESTON, WEST VIRGINIA

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Improving the Academic Performance of Urban At-Risk Students in West Virginia Through Development of a Parent-Community-School (PCS) Collaborative Education Model

Annual Report of the
Community Liaison to Urban Education (CLUE) Program

Prepared by

Betty H. James

Appalachia Educational Laboratory
Charleston, West Virginia

December 1990-November 1991

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ABSTRACT

The Community Liaison for Urban Education (CLUE) program operates from the Appalachia Educational Laboratory to research, develop and implement a collaborative parent-community-school (PCS) education model designed to initiate and sustain the involvement of nonadvantaged parents, community leaders, and community organizations in the education of urban youth with a focus upon the needs of at-risk populations.

In the PCS Model, the Community Liaison for Urban Education staff identifies urban communities which have the potential for cooperating among public schools, one or more higher education institutions, social service agencies, community leadership organizations, and the Appalachia Educational Laboratory through a neutral "center of activity" (e.g., churches, community centers, recreation centers) agreed upon by all collaborators in the model.

The CLUE program identified key urban education leaders, established a network of statewide leadership, community representatives, school personnel, and social service agencies interested in urban education; offered training activities; and established a pilot test of the PCS Model in one community in Charleston, West Virginia. Data on the collaborative processes used in the pilot demonstration site were collected and analyzed.

At the completion of 1991 activities, the CLUE program had held a statewide meeting of educational leaders interested in improving urban education in West Virginia. This group had cooperated with the CLUE

program to draft and gain approval of a plan to pilot test a PCS Model in Charleston, West Virginia. Community meetings were held in the Chandler elementary school community at the Orchard Manor housing project and educational needs were identified by community members. A community-based resident's council was strengthened through training, publication, and meeting facilitation efforts of the CLUE program director. A linkage between the resident council and representatives of the Chandler school did not materialize in 1991 and the PCS Model has yet to be fully implemented in the Chandler school community.

In addition to this annual report of program activities and operations, the CLUE program has produced newsletters and assisted in the development of funding proposals for the Resident's Council of Orchard Manor in Charleston, West Virginia. Plans to extend liaison activities at the Chandler school and to attempt another school demonstration site in 1992 were also formulated.

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INTRODUCTION

The Community Liaison for Urban Education (CLUE) program operates from the Appalachia Educational Laboratory to research, develop, and implement a collaborative parent-community-school (PCS) model designed to initiate and sustain the involvement of nonadvantaged parents, community leaders, and community organizations in the education of urban youth with a focus upon the needs of at-risk populations (see Figure 1). Program activities fall primarily into four steps: (1) Identification of collaborators from school and community agencies; (2) establishment and operation of communication networks with the collaborators; (3) establishment of community-specific activities and training to develop applications for the PCS Model; and (4) application of the PCS Model to a demonstration site.

Identification

In the PCS Model, the Community Liaison for Urban Education staff attend national, regional, and statewide meetings of groups interested in urban education issues. These include the NAACP, the Urban League, the American Educational Research Association, and related organizations. At these meetings, CLUE staff sponsor and give presentations on urban education issues, gather research information on urban education topics, and develop contacts with organization representatives who express an interest in working with CLUE to develop a community application of the PCS Model in their area.

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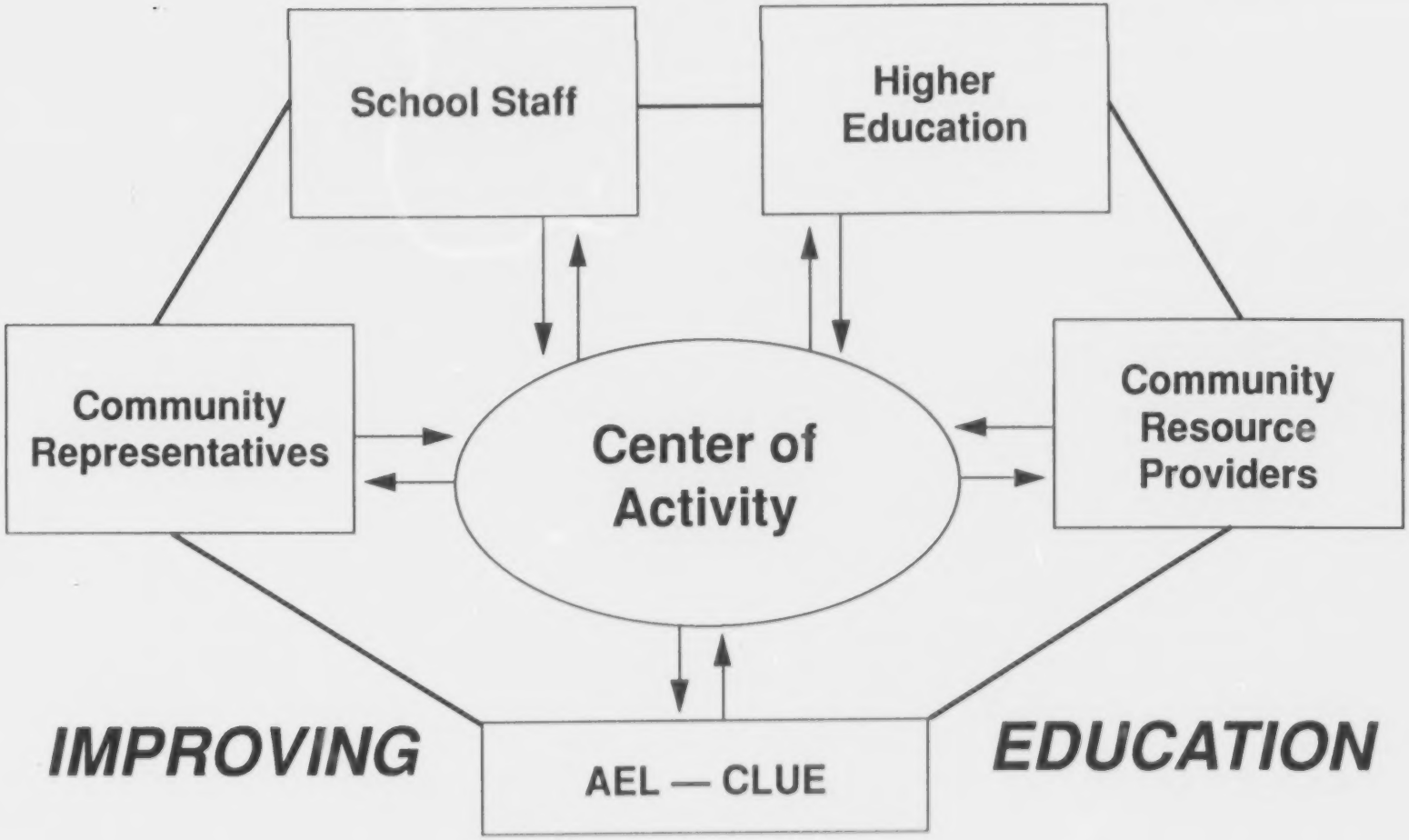

Figure 1. A Parent-Community-School Model

CLUE staff then work with these individual collaborators to identify specific urban communities and other interested individuals that appear to have the potential for cooperating among public schools, one or more higher education institutions, social service agencies, community leadership organizations, and the Appalachia Educational Laboratory (AEL) through a neutral "center of activity" (e.g., churches, community centers, recreation centers) agreed upon by all collaborators in the prospective community model.

Networking

CLUE staff next identify and contact community leaders and institutional representatives to arrange the first of a series of collaboration meetings. This identification is accomplished by informally surveying lists of prospective collaborators by phone and through correspondence and asking them to identify their organizational and personal urban education collaborators. By compiling these contact recommendations, CLUE staff are able to describe the individuals most likely to successfully collaborate with large numbers of other individuals in a prospective community.

Once prospective individual collaborators are identified, they are asked to attend a series of collaboration meetings. First, school personnel interested in the PCS Model approach to improving urban education are assembled and informed of ways to initiate and sustain school-community communications processes. Next, higher education faculty and students interested in the PCS Model meet with CLUE staff to

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develop mechanisms for linking themselves and public schools with community groups. Then, representatives from community resource providers are invited to a meeting where their roles in the community are clarified and communications between their agencies, schools, and community groups are initiated. Finally, community representatives are asked to meet to be informed of the CLUE program and the PCS Model proposed for their community and to be trained in methods for collaborating with schools and community resource providers.

In all these collaboration meetings, CLUE staff, school administrators, faculty and staff, parents, social service agency representatives, and community leaders discuss urban education research findings, identify community education improvement needs, establish cooperative relationships between individuals and institutions, cross-train one another in methods for maintaining collaboration, and arrange procedures for maintaining future contacts.

Activities and Training

CLUE staff next initiate and supplement activities that provide training to participants in leadership skills, identification of community education needs, and development of community resources for schooling. These occur in the PCS Model "center of activity," in collaboration with social service agencies, higher education institutions, and public schools whose representatives help in providing training to parents and participating community members.

Demonstration Site Selection and Use

The final step in development of the PCS Model involves the establishment of a community demonstration site where specific institutions fill roles in the model and identified community leaders and agency representatives act in collaborative networks. These specific model participants would then define community education needs, establish activities to improve educational outcomes, and sustain the model through on-going collaboration and involvement of parents, community leaders, and community organizations. Potential sites are identified from discussions with model collaborators and must meet at least two additional criteria: (1) residents must express a clearly identifiable sense of community; and (2) there must be a stable elementary school that students walk to in the community.

1990-91 CLUE Program

In 1990-91, CLUE began the first two parts of the following three-part long-term program designed to:

1. prepare research summaries and other targeted products informing parents, community leaders, and other interested parties of findings important to establishing a PCS Model to improve the educational outcomes of urban youth;

2. hold meetings with nonadvantaged parents and interested community members to inform them of urban education issues and opportunities, assess community education needs, and train participants in collaboration techniques; and

3. establish demonstration sites in urban school districts to implement and test research findings related to improving achievement outcomes for urban students and engaging parents and educators in a collaborative parent-community-school model for school improvement.

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The program specifically performed two activities in 1990-1991 to begin research on development of the PCS Model and preliminary tests of model procedures. These activities were:

1. collect and collate information on successful collaborative urban education projects and disseminate summary documentation to individuals and organizations of one or more of the four target states served by AEL; and

2. convene statewide and community-based meetings of individuals and organizations interested in improving urban education.

These information gathering and dissemination efforts were designed to develop a consensus PCS Model (see Figure 1) for improving urban education; to test networking methods, activities, and training approaches in a community; and to select potential demonstration sites for 1992 implementation and testing of the model on student outcomes.

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METHODS USED IN CLUE 1990-91

Identification

The program director of CLUE organized one statewide meeting in West Virginia with community leaders in the Black Leadership Conference. Needs for urban education in West Virginia were identified using a needs assessment process developed by AEL. Several community-wide meetings in Charleston, West Virginia, were then held to involve urban community leaders and organizations in planning local applications for the PCS Model and developing a proposed pilot test in one community (Orchard Manor housing project served by Chandler Elementary School in Charleston, West Virginia).

Networking

The CLUE program director cooperated with key community and school leaders to help form community-based and resident councils in the school and the community housing project. These groups were to initiate collaboration between parents, community members, and the school in the pilot site. Data on the process of collaboration were collected by the program director in audiotapes of meetings and transcription notes. Observations from meetings were reported in minutes published by the CLUE program and disseminated to council members.

Activities and Training

Additional data on school-community collaboration in urban settings were collated from research literature identified in searches of the ERIC

database and files of the Appalachia Educational Laboratory. Syntheses of this literature were compiled by the program director and disseminated to attenders of the statewide and community-based meetings. Workshops on grant proposal preparation and development of leadership skills were also conducted by CLUE staff at the "center of activity" in the PCS Model pilot site.

Demonstration Pilot Site Selection and Use

CLUE staff collaborated with key leadership in the Black Leadership Conference to develop a pilot test of the PCS Model in a single school community (Chandler Elementary) in Charleston, West Virginia. The Chandler school is a K-6 elementary school serving a mixed 50 percent white/50 percent nonwhite population of the Orchard Manor housing project and a nearby community.

The school was identified as a "focus" school, needing improvement in raising student achievement by the Kanawha County Board of Education. Data from meetings, materials, workshops, and participant responses were collected and reviewed for suggestions of ways to modify and improve the collaborative process used in the PCS Model.

RESULTS OF CLUE P-C-S MODEL DEVELOPMENT IN 1990-91

Identification and Initial Networking at the Statewide Level

A statewide meeting of the Black Leadership Summit Subcommittee on Education was sponsored by CLUE at the AEL. Nine members of the subcommittee attended, along with the CLUE program director. The group brainstormed the concerns for Black education in West Virginia, which are summarized in Table 1.

Table 1

Concerns for Urban Education in West Virginia

Primary Concern	Clarifiers
1. A shortage of Black teachers teachers and administrators	none
2. A lack of promotional opportunities for Black professionals professionals	none
3. Improving student achievement	a. test scores b. participation in extra-curricular areas c. fewer students classified as special education d. fewer students expelled or suspended e. more students in gifted programs
4. Discipline is disparate	a. Black students mis-labelled behavioral disordered and sent to special education b. white teachers intimidated by Black students and parents c. teachers have an attitude against Black males

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Table 1 (Continued)

Primary Concern	Clarifiers
5. Athletics	a. schools should teach athletes and not let them slide by standards b. coaches can be encouraged to help socialize and educate athletes
6. In-service training	a. school personnel should learn to manage classrooms/schools which enroll Black students b. prepare school environment to receive Black or poor students arriving through migration, consolidation or promotion c. provide multi-cultural education
7. Perceived quality of education	Change staff attitudes
8. State and local roles in educational policy	Seek ways in which minorities can impact
9. Match between student needs and available materials	Improve the match
10. The sequencing of skills and learning outcomes	a. develop criterion for mastery of skills b. describe results of not attaining mastery c. uniform sequence of skills mastery over district
11. Training of school personnel	a. improve writing and composition skills b. provide time for staff development

Improving the participation and impact of minorities in the teaching profession as administrators, policymakers, and classroom instructors

appeared as 4 of 11 major concerns. Reforming the structure of the curriculum (focus on basic achievement skills, attitude changes, athletic emphasis, sequencing of tasks) appeared in 4 of 11 major concerns. Discipline issues and in-service training for all teachers in multicultural acceptance occupied the other 3 of 11 major concerns identified by Black leaders for urban education in West Virginia.

This initial identification of state-level minority community leaders interested in improving urban education proved successful as 4-5 of those attending adopted a continuing role in the PCS Model and collaborated with CLUE staff in developing a statewide network of leadership. The subcommittee prioritized the most critical needs from this list. The prioritized list is described in Table 2. Inservice training to sensitize and introduce teachers to a multicultural curriculum were the first priorities identified by the statewide committee. Improving discipline procedures, skills sequencing, and establishing better accountability systems for school personnel were the next most important needs identified by the leadership subcommittee.

Table 2

Priority Needs for Urban Education in West Virginia

Priority	Need
1	Provide inservice training in multicultural education and human relations
2	Change teacher education curricula to include multi-cultural education, training in interpretation of verbal and non-verbal communications, and sensitivity training

Table 2 (Continued)

Priority	Need
3	Reduce the disparity in discipline
4	Establish appropriate skills sequencing
5	Improve accountability systems for teachers and administrators

The Black Leadership Subcommittee on Education continued to collaborate with CLUE staff and then produced a list of suggested mechanisms community leaders might consider to address the urban education needs described in Table 2. This list is described in Table 3.

Table 3

Suggested Ways to Improve Urban Education in West Virginia

Primary Suggestion	Clarifiers
1. Use TV to communicate	none
2. Develop community support networks	a. reinforce beliefs in the "need" for education b. Develop community education support centers for students to gain after-school assistance c. organize parent-community interest groups d. help parents gain understanding of school disciplinary programs e. Monitor the use of school discipline and report to the community

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Table 3 (Continued)

Primary Suggestion	Clarifiers
3. Develop awareness of policy changes in the State Board of Education and report to the community	none
4. Develop community-based activities for all youth	Train a cadre of Black role models who return to their communities after schooling
5. Seek ways to resolve values conflicts between males and females	Develop pilot projects to address negative self-concepts developed by students
6. Sponsor a Black college fair in West Virginia	a. coordinate with existing programs b. obtain local community graduate representatives
7. Build relationships between school personnel and communities	none
8. Establish educational standards for athletes	none
9. Demand accountability of teachers and administrators	none
10. Encourage Black teachers to seek professional advancement	a. establish preparation programs for principal and counselor candidates b. monitor the frequency of promotions

The subcommittee suggested the development of community-based support networks and school activities to improve urban education in West Virginia. It suggested steps be taken to build working relationships among state policymakers, community leaders, and school personnel. It

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also suggested special attention be paid to state sponsorship of minority-oriented community activities and state encouragement of minority advancement in education.

The leadership subcommittee continued its collaboration with CLUE staff by drafting a proposal to establish a pilot demonstration of the PCS Model in the Orchard Manor community of Charleston, Kanawha County, served by Chandler Elementary School.

Statewide Activities and Training

CLUE program staff worked with the Black leadership subcommittee to develop a PCS Model application in the Orchard Manor community. A proposal was drafted and later approved by the Kanawha County School Board. The components of the PCS Model drafted for the Orchard Manor community and Chandler Elementary School are described in Figure 2.

The subcommittee proposed a plan to test the PCS Model at the Orchard Manor Community/Chandler school containing these major points:

1. Enlist community participation in work to improve the school physical plant.

2. Develop a multicultural reading, fine arts, field trip, and community activity learning program.

3. Develop a set of criteria for determining at-risk student status and a monitoring and reporting program for at-risk students to involve parents and students in addressing student learning, social and cultural needs.

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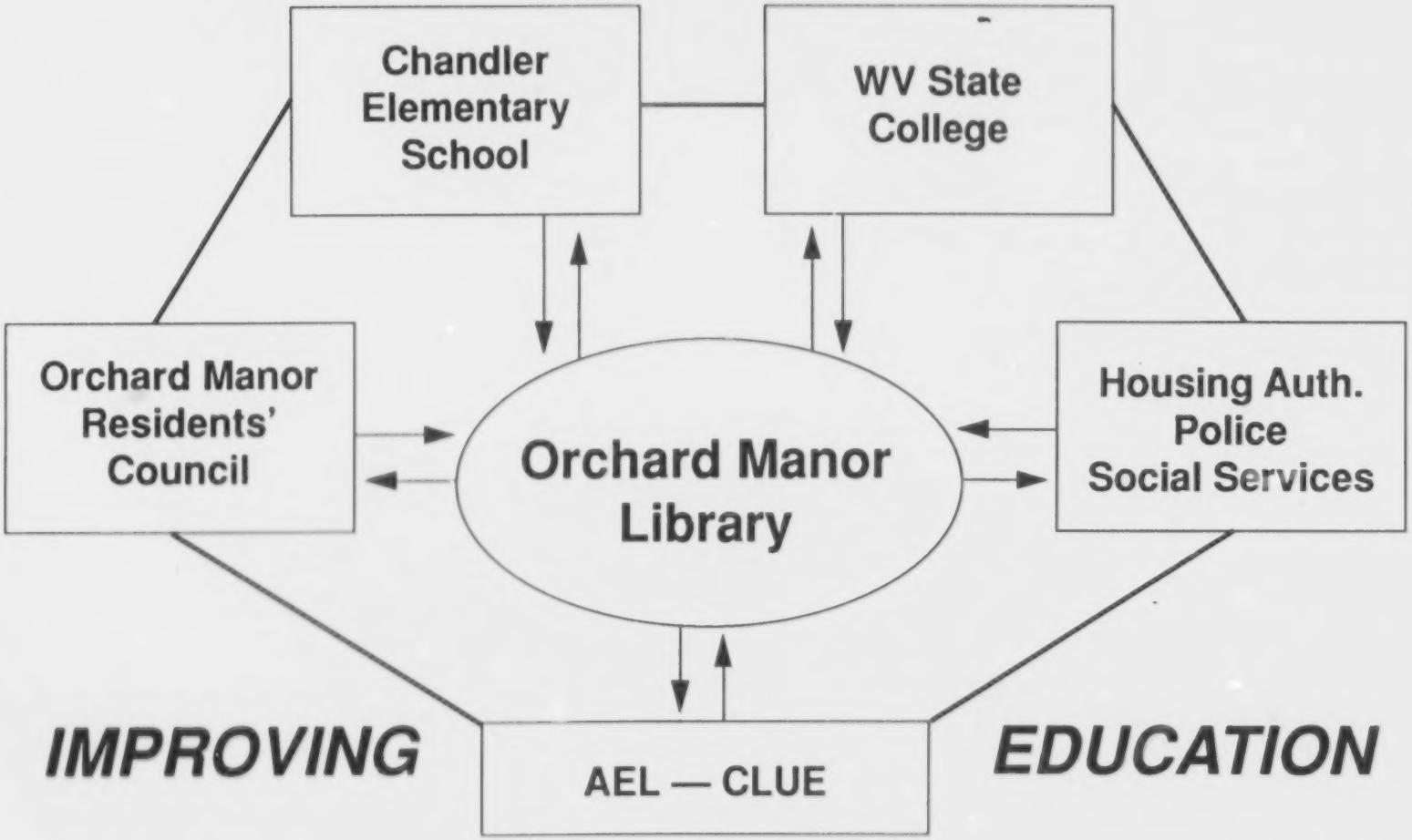

Figure 2. A PCS Model for Chandler School

4. Facilitate development of school-based decisionmaking teams to produce a school improvement plan and develop new evaluation, accountability, and learning strategies.

5. Design a staff development program.

The subcommittee also proposed evaluating the pilot demonstration test of the PCS Model by examination of meeting records, analysis and reporting of test scores, community attitude surveys, visual observations of school facilities, and attendance in achieving program goals at Chandler.

The CLUE program director facilitated the preparation and filing of the draft proposal by adding specific educational objectives and goals to the plan. The proposal was organized within the framework of the PCS Model. Two goals, four objectives, and six activities were outlined for the Chandler school pilot demonstration site and are described in Table 4.

Table 4

Goals, Objectives, and Activities of the Chandler School Pilot Demonstration Site Proposal

Goals	Objectives	Activities
1. Demonstrate that coordinating educational and community resources in a school would improve the educational and social development of minority and at-risk students.	A. Facilitate improvement of academic performance	1. prepare reading tapes for classroom use

Table 4 (Continued)

Goals	Objectives	Activities
2. Develop a project that can be replicated in other schools serving low achieving, at-risk students.	B. Facilitate social growth of the population	1. develop a choral group 2. organize field trips 3. involve parents in reading and listening activities 4. involve students in preparation of luncheons for parents 5. invite community role models to speak to students
	C. Improve the physical and educational environment of the school	1. rejuvenate library space 2. beautify courtyard
	D. Promote and coordinate community support for school activities	Implement AEL's PCS model

The proposal to implement a pilot demonstration site at Chandler was approved by the Kanawha County Board of Education, and the CLUE program director began implementation of the PCS Model in the Orchard Manor community and Chandler school by organizing community-wide meetings of school personnel and community members to identify community components of the PCS Model and school community needs.

Identification and Community Networking

Community Participation

The CLUE program director first coordinated efforts of the Orchard Manor Resident's Council (a committee of citizens elected to represent the community served by Chandler school), AEL, and the Black Leadership Subcommittee on Education to convene a working luncheon with representatives of community resource providers, Chandler school, West Virginia State College, and parents already working at Chandler. This meeting was to establish a network between these PCS Model collaborators, to discuss on-going programs, and to explore ways to coordinate services in the school community. This proved unproductive as only two agencies followed up the introductory luncheon with further contact.

The CLUE program director then helped the Orchard Manor Resident's Council, AEL, and the Black Leadership Subcommittee on Education convene a dinner/working group meeting of citizens interested in education at the Chandler school. At the meeting, 75 participants worked in four groups to identify needs at the Chandler school and produce a single priority list of the five greatest needs. Table 5 describes the needs identified by working groups at the first community meeting.

Participants in the organizational meeting identified better counseling, community-centered education, tutoring, better communication between school and home, more parent involvement, and a drug awareness program as the greatest needs of the Orchard Manor-Chandler school community.

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Table 5

Needs of the Chandler School Community

Group A	Group B	Group C	Group D
Counseling	Community education	Tutoring	Community education center
Reading programs	Community clean-up	Summer school	Parent involvement
More activities	Parent movie-night	Safety patrol	Self-esteem program
Better education	Big brother/ sister program	School/home communication	Safety patrol
More parent involvement	Tutoring	Parent involvement	Drug awareness program

The CLUE program director collated needs statements from the meeting and published them in a booklet containing photographs from the meeting. This was then distributed with a follow-up letter to attenders, inviting them to continue their involvement in following Chandler school community meetings. An article reporting the meeting to the public appeared in the West Virginia Beacon Digest, March 8, 1991. The CLUE program director then obtained approval from the Orchard Manor Resident's Council to proceed with implementation of the PCS Model in the Chandler school community. Subsequent meetings involving members of the school community have continued to be sponsored by the Orchard Manor Resident Council.

The CLUE program director aided the resident council by publishing a newsletter for community distribution containing publicity announcements

and general information about the housing project. The program director also facilitated a general election of new council leadership.

School Community Participation

Five meetings were held with the Kanawha County school superintendents, the assistant superintendents for curriculum and public relations, two area elementary supervisors, the principal of Chandler elementary, and the reading program facilitator at Chandler. During these meetings, school personnel reviewed the initial draft proposal, suggested minor changes in wording of objectives, and gave tentative approval to implementation of the plan in Chandler school.

Continuing attempts to organize a school-based community-relations council were made by the CLUE program director and members of the Black Leadership Subcommittee on Education, but no council could be formed in several months of effort. During this same time, the Superintendent of Schools left the district, the reading program facilitator left the school, and the school survived a consolidation effort by the Kanawha County Board of Education.

Attempts to form a school-based community relations council did not succeed and by fall 1991, minutes from the community resident's council suggested that no one from the school was cooperating with them at that point, although they continued to attempt sponsorship of educationally-oriented parent involvement activities in the "library" room at the Orchard Manor housing project. Volunteers from the resident's council did plant flowers and paint some rooms at Chandler school in another

attempt to gain cooperation from the school. One other result of the effort to engage the Chandler school community in the PCS Model was a legislative proposal to produce a set of state standards for minority education drafted by members of the Orchard Manor Resident Council and the Black Leadership Subcommittee on Education.

Activities and Training

The CLUE program director gave technical assistance and informal training in leadership of meetings and generation of community support to members of the community council. Two council members received additional management training from the Department of Housing and Urban Development.

Products of the PCS Model Research in 1990-91

In addition to this annual report of program activities and operations, the CLUE program pilot test of the PCS Model in Charleston, West Virginia, has produced:

1. two technical grant proposals in conjunction with the Black Leadership Subcommittee on Education to provide community leadership and parent training, and to provide encyclopedias for a community library;

2. newsletters for the resident's council of Orchard Manor in Charleston, West Virginia; and

3. summary commentaries on what was learned from developing and testing a parent-community-school consensus model in a demonstration pilot site in Charleston, West Virginia.

WHAT WAS LEARNED FROM PILOT TESTING THE PCS MODEL

Identification and Community Networking

Identifying key players in the parent-community-school model seems possible through contact with established community councils, school groups, social service agencies, and institutional representatives. Once key players were brought together, they seemed to build upon their individual strengths to collaborate on projects designed to address the educational needs of the pilot community. Maintaining the participation of key personnel in the model is more problematic. The Orchard Manor/Chandler school pilot test suffered from the resignation of community council leaders and a school superintendent and the loss of a curriculum specialist in the school. Short-term changes in leadership of key components in the PCS Model can and did short-circuit the establishment of collaborative networks essential to completion of the model in a community.

Gaining the cooperation and adoption of collaborative roles from established school and social service agency representatives also proved difficult. Neither the Chandler school staff nor various social service agencies serving the school community could be persuaded to join in the PCS pilot test model.

Another problem encountered during the year of establishment of the model at Chandler school was external political fighting over consolidation of the school. This generated additional divisive controversy which appeared to work against collaboration between the school,

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community residents, and the existing school administration. Although resolved satisfactorily by the end of the first pilot test year, no further collaboration with school personnel was possible in the context of the PCS Model.

The attempt to establish a PCS Model of collaboration in the Chandler school community also seemed to enhance an existing animosity of community residents toward "establishment" agencies (primarily school and community resource providers), since participants acting in roles defined by the PCS Model often appeared to be "independent" of existing service agencies. This seemed to attract residents to the PCS Model but disturbed representatives of existing social service agencies (e.g., the Housing Authority and school personnel).

Activities and Training

Given the incomplete formation of the pilot PCS Model in the Chandler school community, only a couple of workshop training activities were given by CLUE staff. Training on grant proposal writing was enthusiastically received as community representatives quickly found opportunities to obtain community improvement assistance funding. Training in leadership skills was also well received by the community council, which applied some of the training received in reorganizing the election of council members.

Demonstration Site Selection and Use

Experience with the Chandler school pilot test implementation of the PCS Model suggests that more time be spent identifying and diversifying

the base of key leadership used to represent components of the model so defections of key leaders will not cut out elements of the collaborative network. Perhaps some early training for participants in collaboration and networking techniques would be valuable in heading off potentially divisive events. Research might also assess ways in which existing social service agencies, including schools can collaborate without encroaching on the administrative "turf" of agency representatives.

SUMMARY

At the completion of 1991 activities, the CLUE program held a statewide meeting of educational leaders interested in improving urban education in West Virginia. This group had cooperated with the CLUE program to draft and gain approval of a plan to pilot test a PCS Model in Charleston, West Virginia. Community meetings were held in the Chandler Elementary School community at the Orchard Manor housing project and educational needs were identified by community members. A community-based council was strengthened through training, publication, and meeting facilitation efforts of the CLUE program director. A school-based council did not materialize in 1991, and the PCS Model has yet to be fully implemented in the Chandler school community.

Plans to develop and implement another test of the PCS Model in a demonstration site in 1992 were also formulated in 1991, based upon initial feedback results from the Chandler pilot project. Suggested improvements in the model are:

1. CLUE should sponsor multiple meetings of selected collaborating individuals (school, community resource providers, and community representatives) and train them in group communication and collaboration processes before they are assembled in planning groups to develop and implement a PCS Model. CLUE program staff observed that few of the individuals collaborating in the 1990-91 pilot test at the Orchard Manor site were skilled in collaborative techniques, although many were highly skilled in the formation of divisive political factions; and

2. CLUE must gain the cooperation of school-level administrators and faculty before attempting to form school-community linkages. CLUE program staff observed that school administrators and faculty in the 1990-91 pilot test were uniformly suspicious of having community members work with them in "their" school.